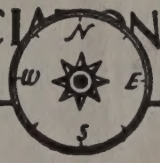
The COMPASS

AMERICAN · ASSOCIATION · OF · SOCIAL · WORKERS



May 1939

The Association's Seventh Delegate Conference will convene at 10:00 A.M., Friday, June 16th, at the Hotel Statler, Buffalo, New York. It will continue through Friday, and Saturday, the 17th.

Discussion and action at this meeting were planned at the Conference in Seattle a year ago. The Executive Committee's report published in the April *Compass* will form the principal agenda for the sessions.

During the week of the National Conference of Social Work June 18th to 24th, members and chapter officers are cordially invited to make use of the Association's booth.

Volume XX Number 8

POPULAR polls have demonstrated that it is not public opinion against which the movement to extend the merit system to public welfare administration must contend. Even in Missouri with its reputation for stubborn scepticism a recent survey shows an 85 per cent majority for merit selection. Local pride and prejudice are the ugly weapons which opponents of civil service are trying to use. In campaign against misinformation the Nebraska Chapter and the Governor joined forces this spring, mobilizing facts and arguments for giving the public what it clearly wants, proper personnel for an essential public service.

SUPERVISED field work has its dual aspects of necessity and nuisance as the Association's difficulties with its membership requirement for 300 hours of field work have revealed. Social work education and social work practice have work to do on the whys, whats, and hows of professional training through field work. Mrs. Fenlason's report is evidence of an important step forward in responsible study of one phase of a general problem.

THE statement of employment practices of the AASW national staff is not final or complete. Still to be covered or considered in greater detail are important items such as retirement, workmen's compensation insurance, maternity and other leaves, and the problem of overtime. The practices of evaluation are in an experimental stage and as experience dictates will be subject to review and possible revision. The present statement is to be regarded as establishing a basis for further joint study by board and staff of the conditions and practices which influence efficient performance.

SELECTION for offices in the AASW may be influenced by a number of considerations. Office may be conceived as an opportunity for the exercise of power, the representation of differing interests or groups, the tribute to personal popularity or general prestige. The New York City Chapter's nominating committee based its canvass of 1,300 possibilities n a workaday view of chapter offices as jobs be done and of qualifications necessary to ing them.

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Facts and Arguments for the Merit System in Public Welfare Administration

This spring the Nebraska Chapter made a vigorous appeal to citizen opinion in defense of a bill for the extension of the merit system to public welfare administration. The Chapter distributed widely in mimeographed pamphlet form two materials which the COMPASS *reproduces below because the issues with which they deal are common and critical throughout the country:*

I. Facts About the Merit System and Social Workers

*A bulletin wherein the Nebraska Chapter combats the prejudice which would give precedence to place of birth over merit in personnel selection.**

Considerable controversy has arisen in the legislature of Nebraska regarding L.B. 238, one of the four civil service bills which have to do with the merit selection of personnel.

False issues have been raised concerning this bill and there has been much agonizing regarding the bringing of "hordes of social workers from outside the state" into Nebraska, "federal dictation" and "state control." The fact that these are false issues, raised to obscure the real issue which is *the divorce of politics from the conduct of public business including public welfare administration* is not always fully appreciated and therefore needs to be clearly presented to the legislature and to the public.

We believe the members of the Nebraska legislature are fair-minded individuals sincerely trying to do the best possible job, but subject to much pressure of work and therefore often without time to secure the facts on all the measures upon which they are asked to pass.

For this reason we have assembled factual information relating to the question of personnel for positions in the field of public welfare which it is hoped will help clarify the actual situation.

The question of selecting personnel on a merit basis is not a new issue forced on Nebraska by the Social Security Board. Many state departments, with the sanction of the legislature, already select their employees by means of objective examinations and the legislature long ago set up qualifications for lawyers, doctors, dentists, pharmacists, osteopaths, chiropractors, optometrists, nurses, engineers, barbers, beauticians and others.

Both major political parties have expressed the need for and the promise to support legislation to provide a non-political way of selecting governmental employees. In 1936, the Republican party platform declared:

> We pledge ourselves to abolish the spoils system and reestablish the merit system in government.

As late as 1938 the Democratic party platform declared:

> The Democratic party pledges itself to continue assistance to the aged, and the blind, and to dependent and crippled children, and to the other needy commensurate with their needs, consistent with the ability of the people to pay. It has been the policy of Governor Cochran to maintain the maximum of local control consistent with federal requirement for an efficient administration.

In spite of all the talk about social workers coming from other states to work in Nebraska, it is certain that few persons actually know what the real situation is or there would not be so many false statements made about the subject. That the number cannot be large is obvious, for, as Governor Cochran pointed out in his radio address on March 6, 1939, out of 651 state and county assistance employees at present, only 39, or about 6½ per cent of such employees are eligible to belong to the professional social work organization. In fact, there are only 19 social workers in the State Assistance and Child Welfare offices who have come from other states. According to its announced policy, the State Department

* The material here reproduced omits three tables included in the Chapter's bulletin.

never employs persons from other states if it can secure an equally qualified person in Nebraska.

A brief analysis reveals that, of the 19 social workers now employed in the State Department, quoted as not belonging to Nebraska, 1 has been working in the state for the past 7½ years, another for 5 years, still another 4½ years, the average for the entire group being 2 years and 4 months. Many of these individuals came to Nebraska to attend school or to engage in other employment and not to accept work directly in the State Assistance and Child Welfare Departments. This group of 19 represents 10 per cent of the total number employed by the State Department. Those employed by the counties for local assistance offices are not included in the above statement. Of the 575 state and county employees in the public assistance program, 39, or about 6½ per cent, are social workers as defined by the minimum eligibility requirements of the American Association of Social Workers, the recognized organization of the profession.

It might be well to point out that:

1. We can hardly have all Nebraska-trained social workers since professional graduate training facilities in Nebraska are only one year old. Before the establishment of the School of Social Work, only very limited facilities were available for training social workers in Nebraska.

2. The Nebraska law (Compiled Statutes, 1929, 32–102) provides:

> "Every person of the age of twenty-one years or upwards shall be an elector, and shall have the right to vote for all officers to be elected to public office, and upon all questions and propositions submitted to the voters, at any and all elections, authorized or provided for by the constitution or laws of Nebraska: No person shall be qualified to vote at any election *unless such person shall have resided in the state 6 months,* in the county 40 days and in the precinct, township or ward 10 days, and shall be a citizen of the United States."

3. Many of those classed as "outsiders" have lived in the state for many years and nearly all of them have legal residence. *Does one have to be born in Nebraska before he becomes a citizen and is entitled to fair and decent consideration?* If this is to be the policy of our state it will be rather hard on many persons who have contributed much to the development of this state.

Criticism voiced seems to imply that persons employed in Nebraska must be born here. This is a rather narrow conception which, if held to consistently in all the states, would mean dividing the United States into little "European nations." Under such a policy, instead of getting the best persons we can find for the money we can pay, we would have to employ only Nebraska-born doctors, lawyers, teachers, and all of our public officials.

Persons who view with alarm the non-Nebraska social workers employed in the State Assistance and Child Welfare Departments should be informed of the other side of the picture. It has been quoted repeatedly that 19 social workers now employed in the State Department do not belong to Nebraska. A hasty survey discloses the fact that other states have furnished employment to many more Nebraska social workers than Nebraska has employed from outside the state. Ninety-two social workers (the list is not complete) born or educated, or both, in Nebraska, have left the state and are now employed in social work positions in other states and in Washington, D. C. Eighty-one of these are native Nebraskans. Of these 81 native Nebraskans, 73 came from 34 counties in the state and the home addresses of 8 of the group are not known, although it is known they were born in the state. They hold positions in 26 states, in Washington, D. C., and in the Territory of Hawaii. The types of work in which they are engaged include public welfare, private family and children's agencies, medical social work, psychiatric social work, urban leagues, settlement work, and other group work agencies.

The criticism voiced by some persons regarding the employment of a few well-qualified non-Nebraska-born individuals is contrary to the wise policy long followed by this state of pioneers and nothing so clearly illustrates this as the composition of the legislature itself. According to published information, the Nebraska legislature has 12 members who were born in other states, 2 who were born in other countries. Information was not available on nine others. At least 32 per cent are persons of non-Nebraska origin. Who dares to say that these individuals are not giving the state as good service as other members? Indeed, it is because of the various points of view and experience which come to the state from the outside that progress is possible.

Are the people of Nebraska less intelligent about the value of securing the best workers possible *regardless* of where they were born

than other states? We believe not. We believe the citizens of Nebraska want the best employees possible, whether they be legislators or social workers or other public employees, because they want the most economical and effective service their tax dollars can buy. The Gallup poll of public opinion on the question "Do you think officials in charge of relief should be under civil service?", showed that 75 per cent of the people were in favor of the merit system for selection of such public employees. There is only one way to make certain that this method will be used and this is by the passage of legislation requiring an effective merit or civil service system.

Nebraska does not need to be told she *has* to provide for a merit system by which to select public welfare employees; she wants to do it because it is the *only right method.*

II. Merit Selection of Personnel for Public Welfare Administration

A radio address delivered by Governor Cochran of Nebraska in which he argues for merit selection for public assistance as necessary to and in accord with sound public policy.

During recent weeks considerable discussion has been heard in the legislature with regard to Legislative Bill No. 238. This measure merely provides that the State Board of Control shall have the authority to fix minimum qualifications for all state and county assistance employees. This bill has been used as a whipping boy by some members of the legislature whenever any bill, relating to social security, has been under consideration. Some of the legislators no doubt are genuinely misinformed about this measure. Others, however, apparently would spread misinformation about it. This latter group would try to make us believe that this bill would give the state authority to tell county boards whom they must hire in their counties to administer the state assistance program which, as you know, embraces old age assistance, aid to dependent and crippled children and aid to the blind. Nothing is farther from the truth. In fact, if the legislature should pass this bill with such a provision in it, I would veto it promptly.

The bill is simplicity itself, and involves principles which every thinking citizen and taxpayer will endorse. This bill is not only sound in principle but also is in harmony with the settled public policy in our state. Briefly, this policy simply calls for the hiring of qualified people in the public service in the interest of good administration and economy. Here is the bill itself: "The Board of Control shall have authority to make rules and regulations binding upon the counties and State Assistance Department governing qualifications of personnel and the reporting of statistical and accounting information relative to public welfare administration." This policy of requiring qualified personnel in public positions has been reaffirmed by the legislature time after time. Hence, adoption of L.B. 238 will extend this policy to the administration of relief, while refusal to adopt this bill will mean departure from our established policy. It will mean, furthermore, that the legislature prefers politics to efficiency in the administration of relief.

To extend this principle of employee qualifications to the administration of relief would not mean a new thing in Nebraska. Surely the members of the present legislature must be aware that in session after session legislatures of the past have prescribed standards of qualifications for our public employees, state and local. An outstanding example of this is found in the field of education. Standards of qualifications for teachers have been prescribed by law since our territorial days. The law does not say whom your local school board must hire, but it does say that whoever is hired, he or she must meet certain minimum requirements. Who is there who would advocate abandonment of this policy and substitute for it a system of selection without regard to qualifications. On the contrary, there is pending in the legislature a bill to *raise* the qualifications of county superintendents of schools.

Many of you will recall that the governing board of our state university once was elected on the party ticket. This, too, was changed for obvious reasons. Education, in all its phases, just as public assistance in all its phases, should be removed from partisan politics.

Last week the legislature by a vote of 31 to 6 passed a bill for a constitutional amend-

ment which would give counties the right to adopt the county manager plan, with the manager selected on the basis of qualifications.

When the State Highway Safety Patrol was created two years ago, I directed that the patrolmen be recruited on the basis of qualifications determined by competitive examinations. Thus by setting up standards of qualifications we were able to select 43 patrolmen from 8000 applicants. This system is working out well in other departments of the state government. The legislature two years ago directed that the employees of the Unemployment Compensation Division and the State Employment Service in the Department of Labor be selected on the basis of qualifications.

In fields of private enterprise, state law prescribes minimum qualifications. We are all familiar with the fact that the law sets up qualifications for lawyers, doctors, dentists, pharmacists, osteopaths, chiropractors, optometrists, nurses, engineers, barbers, beauticians and others. A bill is pending before the legislature to increase the educational qualifications for pharmacists. The Supreme Court of Nebraska three years ago decreed that graduates of our law schools must pass examinations to be admitted to practice, instead of being admitted on the strength of their diplomas as was done previously. The state not only sets up qualifications in these fields, but enforces them. What the state has done by law for other public business and private business, as we have just seen, this proposed bill would do for the administration of relief.

Under this bill, the Board of Control would set up minimum standards for state and county assistance personnel. Competitive examinations would be held. From the lists of those who demonstrate that they have the minimum qualifications, our county boards, who are elected officials, would be free to choose anyone they want to carry on their assistance program. If the board did not wish to hire anyone who had qualified in their county, the board could reject the entire list and make selection from the qualified list of a later examination. The only requirement would be that the board's final selections have the minimum qualifications. The argument is heard that this bill would allow the state assistance director to dictate appointments by the counties. This is as untrue as it would be to say that the state dictates your choice of doctor or lawyer by setting up minimum standards of qualifications. The only thing the law does is to insure that whatever doctor or lawyer you engage will have certain minimum qualifications. As I said earlier, I would veto any bill that would permit the state to dictate to the counties their choice of assistance employees, because such provision would violate our traditional policy of local self-government.

Some critics of this legislation contend that social workers would be the only ones who would be eligible for employment. This argument is put forth by those who have an aversion to social workers, whoever they may be. They do not define social workers, although they may mean those who are eligible to membership in the American Association of Social Workers. The state assistance director himself is not eligible to belong to this organization, although he has been confirmed twice by the legislature, and his administration is satisfactory to the federal Social Security Board. It is a fact, also, that out of 651 state and county assistance employees at present, only 39, or about 6½ per cent, are eligible to belong to this organization of social workers. My judgment is that the members of the legislature, the governor, county commissioners and all others having anything to do with the social security law might be called social workers.

In my message on January 5, and since, I have called the legislature's attention to the necessity for this legislation. This bill is necessary not alone because of the merits I have pointed out, not alone because it would completely divorce politics and public assistance, but also because selection of assistance employees on the basis of qualifications is a condition precedent to a continuation of federal grants to Nebraska for assistance to the aged and related activities. We have known this for the past two years. We have been able to continue to receive federal assistance grants during this time because; first, we promised the federal Social Security Board that this legislation would be urged at this session and, second, the state assistance director worked out an agreement with most of the county boards, through the county commissioners' organization, for hiring qualified county assistance workers. The federal board insists that this system be required by law, and only because of our efforts, and our promise to seek this legislation, we have been able to avoid a special session and continue to receive federal assistance grants during the past two years.

It is not new for the federal government to require the states to have qualified personnel in state and federal matching programs. When federal aid for highways first became available about 20 years ago, each state was required to have a competent, well-organized

highway department to insure that federal money, as well as the state money used to match it, would be spent by technically qualified men. The people of Nebraska have supported this plan ever since, but the federal government found it necessary, in the absence of a well-qualified highway department, to withhold federal highway funds from some states, just as some states are experiencing the same thing relative to social security funds. We should remember that the federal government does not insist that we accept federal assistance funds. The federal government does insist, however, that if we want federal funds, then we must give assurance that these funds will be expended by properly qualified employees. I cannot disagree with the federal government when it merely demands something which we ourselves should admit is essential and desirable. However, this is a matter for the legislature to decide, and their choice is simple. The legislature can adopt this bill and give Nebraska the benefit of federal grants for the state assistance program, or the legislature can refuse to adopt this bill at this regular session and let the state carry the entire burden of old age assistance and related activities unless and until such provision is made at a later session.

Just before the legislature adjourned for the spring recess, it enacted L.B. No. 429, providing that assistance funds be allocated to the counties on the basis of their needs, instead of on a population basis. This itself meets another federal requirement, and it is, I believe, a requirement which public conscience and understanding demand. However, this change makes it even more essential than before that qualified county employees be selected to administer the assistance program, because, where formerly each county's allotment was fixed by the number of its population, now each county's share will be determined by the number of persons who are in need, and the needs in each case. If the state had complete control over relief, as in the case of the highway department, the safety patrol and other agencies, this legislation would not be necessary. But since the state must deal with 93 counties, while keeping as much local control as possible, this means of general state supervision becomes necessary.

I believe that the people of Nebraska expect the legislature, when it returns to its labors this week, to pass this legislation providing for qualified employees, not alone because of the federal requirement, but also because it will make possible a high type of administration of relief divorced from partisan considerations.

Multiple Slate for National Association

MacEnnis Moore, of New York, has presented the following statement which explains the "how and why" of the work done by a committee which has succeeded in getting petitions to place additional nominees for national officers and committee members on the Association slate:

"Those of us named below have constituted ourselves as a committee to produce a multiple slate and to secure signers of petitions to place additional nominees on the ballot.

"We began by communicating with a cross-section of members in various parts of the country to secure their suggestions for nominees. We then met to select our nominees. Permission was asked of each nominee. No one refused.

"In writing to these nominees we said, 'This request comes from the group whose names appear below and who have constituted ourselves as a committee to work out a multiple slate for this year. We have been in consultation with a cross-section of members in various sections of the country since the issuance of the April COMPASS and our slate was arrived at in this way. In proposing a multiple slate, we believe that this will be a practical demonstration of the processes of democracy which is called for this year in advance of the Delegate Conference. We are asking Mr. Greenstein to be our nominee as President. This is because of the precedent of the president having two terms and also because of the effective job he has done. We also wish to point out that we are proposing this multiple slate on the basis that there are enough capable people within the membership to have such a slate and that it is healthy for this to come from the membership. We are taking this action not because we are dissatisfied with any choices of the Nominating Committee, but rather because we feel it is desirable to have a multiple slate. Several candidates whose names appear on the Nominating Committee's ballot have been consulted and they feel that it is desirable for our committee to proceed to work up more competition.'"

MACENNIS MOORE, *Chairman*
JAMES BRUNOT
JOANNA C. COLCORD
GENEVIEVE LOWRY
DR. ELLEN C. POTTER

The Protection of Case Material

Professional status has many values but none more important than the power to protect the client in his confidential relationship to the social agency. Below is a report based on several years' work done by the Philadelphia Chapter's Committee on Interpretation and Protection of Case Material.

This Committee was charged originally to study the problem of the "Legal Protection of Case Records." The essential function of social agencies, both public and private, embodying a confidential relationship between client and case worker, makes it advisable that we work toward the goal of legal protection by obtaining for case material the status of privileged information. It seems both ethical and fitting that professional social workers should seek to safeguard confidences which might operate disadvantageously for their clients in cases of court action brought up by someone outside the agency.

Our study of precedents in comparable fields, such as law, the priesthood, and medicine, made us realize that acquiring privilege is a long, slow process. We believe, however, that this should remain our ultimate aim. Therefore, the first part of this report concerns itself with selections of information and legal references from allied professions which seem to have significance for us.

The emphasis of the Committee then moved to a study of current practices of agencies in coping with this problem. We have incorporated in the second part of the report some of the interesting information which we gathered and which we think will be immediately useful to social workers.

The Committee reviewed available, pertinent material on legal precedent for privilege in comparable professions. The thinking behind some of these legal opinions and various departmental rulings and regulations would seem to be applicable to social work. An excellent source of information is Max J. Kohler's article on "The Privileged, Confidential Character of Information Imparted to Social Workers." [1] He states that he knows of only two court rulings, one favorable and the other adverse, on the question of the confidential nature of social case material.[2]

A decision which seems to have considerable significance for us was handed down by the Superior Court of Pennsylvania, concerning a medical case history of an individual

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[1] From the *Jewish Social Service Quarterly*, June, 1934. "A lawyer disclosing confidential communication is, of course, subject to disbarment for dishonorable and unprofessional conduct (U.S. *vs.* Costen, 38 Federal 24, Brewer, J., disbarring an attorney for this cause; Arant's Cases on Legal Ethics, 501–15, quoting American Bar Association, Canon No. 37 on p. 507; Sharswood's Legal Ethics, 76–125)."

"Getting information without warning the client of possible future use against him dangerously approaches unethical entrapment, instigation and decoy-system, such as the U. S. Supreme Court and other courts strongly censured (16 Corpus Juris 38–9; Sorrels *vs.* U.S., 287 U.S. 435; Casey *vs.* U.S., 276 U.S. 413 at 418-G, 423 *et seq.* Brandeis, J.; also Note 18 American Law Reports 146; Robinson *vs.* U.S., 32 F.(2d) 505, C.C.A.)."

The following references establish the privileged character of confidences to a priest:

"D. M. Cloude's article in 33 American Law Review 5449; 7 Annotated Cases, American and English, 109; 28 Ruling Case Law 520-1; 5 Wigmore on Evidence, Sec. 2394 *et seq.* Prof. Wigmore, the great master of the law of evidence, argues in favor of the priest's privilege, *even in the absence of statutes*, which are now very general in this country and where the question is not governed by any statute, his views are likely to be followed, unless the court is strongly committed to a different one by precedent.

"Prof. Wigmore's general treatment of the subject in Vol. 5, Sec. 2285 of his work on Evidence (2d edition) is illuminating and on general principles sustains the privilege in such cases as to the social workers; where the law has developed without dealing specifically with such a case. He urges that four elements should be present to sustain the privilege:

'1. The communications must originate in a confidence that they will not be disclosed.

'2. This element of confidentiality must be essential to the full and satisfactory maintenance of the relation between the parties.

'3. The relation must be one which in the opinion of the community ought to be sedulously fostered.

'4. The injury that would inure to the relation by the disclosure of the communications must be greater than the benefit thereby gained for the correct disposal of litigation.'

"(Adopted in O'Toole *vs.* Chic G. F. Insurance Company, 150 Michigan 167; this case was just cited with approval by the U. S. Supreme Court in Wolfe *vs.* U.S., 78 U.S.S.C., L.ed. Advance Opinions 342, Wigmore's Conditions were adopted in 40 Cyclopedia of Law and Procedure 2353, and by various courts from there, as shown by the supplements.)"

[2] The adverse ruling "was neither adequately briefed nor argued and decided at *nisi prius* in the midst of an overwhelmingly large motion calendar. In both cases, the Jewish Social Service Association asserted the privilege, in order to avoid producing papers from its files, embodying confidential information secured from clients. In one case, entitled Rose Perlman *vs.* Nathan Perlman, in the New York Supreme Court, Bronx County (Index No. 5105, Year 1930), Mr. Justice Schmuck, in view of his great and long experience, sustained the claim of privilege and refused to order production of the papers demanded, though without opinion on June 30, 1930 (see N. Y. Law Journal of July 1, 1930, entry reading merely 'motion denied'). A similar case arose before Mr. Justice McLaughlin on the same Court in a cause entitled *In the matter of discovery and inspection of certain records in possession of the Jewish Social Service Association, Inc.* and the N. Y. Law Journal of February 1, 1934, reports his opinion as follows:

'Motion is granted. To have records produced. The ultimate end in a legal controversy is truth. It would appear that an inspection such as sought may lead to obtaining the truth in this matter. Nothing is so confidential as to prevent bringing to light the facts in any case. I appreciate the stand taken but in the absence of a statutory prohibition the application must be granted. Settle order.'

"Obviously the court's claim that 'nothing is so confidential as to prevent bringing to light the facts in any case' is erroneously too sweeping and comprehensive for it would deny any privilege in any case."

known to a public Department of Health: [3] "These records are in no true sense of the words 'public records,' they are departmental records. To thwart the important functions of the Health Department by placing their confidential data in the hands of the general public would effectively impair the important work performed by this department in its control, prevention and treatment of infectious diseases. The test as to whether or not records of this nature are to be made public is to be made by the person responsible for such records—the department head. *The test is whether or not such practice would be contrary to public interest.* The judge cannot make this test. These records are not made public records by statute and cannot be used except with the permission of the department head. Lower court reversed."

It seemed to the Committee that this decision on the records of a public health department might apply to records of a public social agency. The decision states that the department head should make the test of whether making records public would be contrary to public interest. In this connection, it is interesting to consider the opinion of Aubrey Williams, which he wrote as Assistant Administrator of the Federal Emergency Relief Administration.[4] "Because of the confidential nature of information obtained in statements and affidavits gathered during investigations and contained in case records, it is not in the public interest that these be made available for inspection, except in cases where specific authorization is given by the Federal Emergency Relief Administration."

Max J. Kohler [5] describes a perplexing situation in which one bureau of the government found itself when confronted with the need to protect information obtained in a confidential relationship when such practice might seem to conflict with the function of that Bureau. He explains that Secretary Perkins appointed an Ellis Island Committee to study the possibility of establishing a "Division of Information and Immigrant Aid" among government immigration officials. In their report favoring such a set-up, the Committee states: "One of the problems which must be faced when the government undertakes to establish or maintain such centers or bureaus is a conflict of responsibilities in the cases of aliens who voluntarily come to it for information or assistance and who reveal facts that indicate they are liable to deportation or punishment under the law. On the one hand, the Immigration and Naturalization Service is charged with enforcing the immigration and deportation laws. On the other it may, in inviting the confidence of the alien, be considered to have assumed some of the obligations pertaining to the relationship between attorney and client. It is obvious that if this confidence is not respected, immigrants and foreign-born will fear to come to the bureaus and the latter will not accomplish the purposes for which they were established. The solution of the problem most likely to serve the best interests of the country must be left to the good sense of the Department of Labor. A regulation making communications to the proposed Bureau of Information and Immigrant Aid privileged, could be drawn, it is believed, following the precedent of the Internal Revenue regulation sustained in Boske *vs.* Comingore, 177 U.S. 459."

The Committee is continuing to collect data concerning the various specific instances in which case material has been brought into court to determine the frequency and seriousness of this problem. Some information as to how these situations have been handled is available and may be obtained from the Committee by AASW members to whom it would be helpful. A study is also being made to learn what would be involved in a test case and to determine the need for and practical value of such action. This information will be released at a later date.

Our fear of official requests for information, particularly through the courts, can be allayed considerably when we understand to what extent we can protect our records and learn how best to handle these matters. At

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[3] *"In re:* Adjudication of Contempt of Dr. P. E. Marks, Superior Court of Pennsylvania (Pittsburgh) 50, April Term, 1936." In connection with this decision, the Philadelphia County Relief Board queried the State Department of Public Assistance as to how the case could be applied to public relief records. The following information was sent to the Executive Director of the Philadelphia County Relief Board: "Referring to your letter of October 4, 1937, the Department of Justice has informed us to rely on Marks' Appeal in cases where we felt it inadvisable to produce our records in court. While it is true that Marks' Appeal was brought by the Department of Health, the ruling of the court and the opinion of the Attorney General contained therein fully covers all administrative departments of the State Government. The Department of Justice suggests a courteous presentation be made to the court by the person subpoenaed and the Judge respectfully informed that it is the opinion of the Head of the Department that a disclosure of the records would be inimical to the Public Welfare. Sincerely yours, H. L. Russell, Deputy Sec'y, Harrisburg."

[4] "In a bulletin recently addressed to all state administrators, Aubrey Williams, Assistant Administrator of the FERA, emphasized that it is not in the public interest to make case records available for inspection, despite the fact that records of transactions by the relief administration are, of course, public records: payrolls, vouchers, and all other records, with the exception of reports, affidavits, statements or other papers, obtained during the course of confidential investigations and of case records of relief clients, are public records and are open to inspection. Because of the confidential nature of information obtained in statements and affidavits gathered during investigations and contained in case records, it is not in the public interest that these be made available for inspection, except in cases where specific authorization is given by the Federal Emergency Relief Administration." In the *News Letter*, July, 1935, the above article appeared entitled, "Confidential Nature of Case Records."

[5] Max J. Kohler: "The Privileged Confidential Character of Information Imparted to Social Workers."

times case workers, inexperienced in such situations, have been bullied into giving confidential information by blustering detectives and officers of the law, who thunder that "justice is being obstructed" and threaten with "contempt of court." When confronted with this problem, the case worker can explain that she does not have the information at her finger tips and must be given time to see if it is available. Thus, an opportunity is provided to ascertain what legal rights she has to protect information given by the client.

Unless a request is made by a subpoena, properly served, it is our legal right to refuse all information to any individual or agency. Needless to say such information may be given with the knowledge and consent of the client when such action would be to his advantage.

With the exception of certain bodies, having the right of special hearings, such as the Registration Commission, Grand Juries, the Coroner's Office, the Department of Justice, etc., the courts alone have the power of subpoena. For the court to issue a subpoena, there must be a case against the client. Because of this fact, an agency's insistence that the record be subpoenaed may be sufficient to discourage many requests for information made by public officials. They may realize that it is simpler to obtain the needed information by their own further investigation. Particularly, if they have no case against the client, they may have no further choice but to make their own investigation.

To be properly served, the subpoena must be read to and be seen by the person upon whom it is being served. Notice of subpoena cannot be left with any other individual. In a civil action, it is not contempt of court to ignore the subpoena if the server neglects to offer a witness fee.

After a proper subpoena, when the record is brought into court, no individual is free to read through the record to see if there is any information of value to their case. They must show that there is specific information in the record which is material to the case. There is legal precedent for this protection.

Perhaps our greatest fear is based on how our information will be interpreted. In this connection, an objection may be raised to having anyone but a trained social worker interpret case material because it is technical in nature and only a qualified person can interpret its meaning adequately. The reasonableness of this is apparent in considering even so simple a part of record material as a face sheet or relief requisition which frequently employs necessary symbols quite meaningless and incomprehensible to the layman and so subject to misinterpretation.

A further protection is that usually most record material, perhaps with the exception of factual face sheet and application information and records of relief grants, is hearsay and, therefore, not admissible as evidence. The case worker is rarely an eye witness of the various incidents which comprise much of the record and which is likely to be the information wanted in a court action. The record is often compiled by numerous case workers, some of whom may no longer be with the agency, thus making their record hearsay when presented by another court.[6]

A valid objection can be raised to any request for a case worker's opinion as to a client's mental disturbance or deficiency on the ground that the worker is not a trained psychiatrist and is, therefore, unable to diagnose a mental condition.

Although we feel that every member of the staff should be aware of the above facts, the Committee was favorably impressed with the practice of one public agency which has authorized a discriminating staff member to act as custodian of records and to handle requests for information from public officials. When a request is made, the custodian holds a preliminary discussion in an attempt to learn what specific information is wanted and to see if it is available in the records. Often, he is able to stop the request there by advising that the agency does not have the information and a subpoena would be useless, or that the kind of information available would actually hurt their case. If the record does contain the desired information, there is an attempt made to dissuade the individual from asking for it. If this fails, he is advised to subpoena the record if he desires the information.

This Committee was advised through one of its members, who represents the Voluntary Defenders, that this agency is sympathetic to the desire of other social agencies to protect their information. If agencies will contact the Voluntary Defenders on any cases in which the former is interested and the Defenders active, such parts of the agency's record as they wish withheld will be treated confidentially.

ROSLYN SEROTA, *Chairman*
SARA TRUBIN
CLAIRE THOMAS
JEROME BEAUMONT

[6] Case of Foster, 139 App. Div. 789: "In the State of New York in a case in which a witness refused to produce certain documents it was held 'to constitute due process of law' it must be shown that the papers sought to be examined are material to the matter lawfully under consideration."

Your Community: A Review

A book * which the author states is intended for "lay study groups, classes in civics in high schools and colleges, and students at schools of social work" will be welcomed by all social workers who have requests to help outline study courses on community problems, and who themselves may desire help in methods of studying local provisions for health, education, safety, and welfare. This comprehensive book replaces the earlier, familiar pamphlet "What Social Workers Should Know About Their Own Communities," written by Margaret Byington in 1911 and last revised in 1929.

Your Community presents in 19 chapters a range of material for study that would give a detailed and comprehensive survey of the chief human activities of any community. The book's greatest usefulness, however, will be as a handbook for ready reference on what to look for, where to find it, and how to record the information that social workers should have at hand for every day use on such varied subjects as Community Setting, Founding, and Development; Local Government; Workers, Wages and Conditions of Employment; Housing, Planning, and Zoning; Provision for the Handicapped; Religious Agencies; Public Assistance, and others.

The method of presentation is running comment interspersed with the listing of questions which characterized the earlier pamphlet. Of especial value are the suggestions of norms for evaluation of findings, and of sources of information and books for study. Throughout, from the first chapter on method of studying the community to the list of agencies and references at the end of the book, the style is clear, and the approach is direct and practical.

Schools of social work will welcome a volume that will help the student in community organization realize the significance of approaching a community as one does a client—with full knowledge of the many facets of his behavior. Altogether, *Your Community* is as useful a source book for professional social workers as for lay groups. The incredibly low price of this attractively printed book should help it find a place on every social worker's book shelf.

ARLIEN JOHNSON,
Graduate School of Social Work, University of Washington, Seattle

* *Your Community:* Its Provisions for Health, Education, Safety, and Welfare. By Joanna C. Colcord. New York: Russell Sage Foundation, 1939. Pp. 249. $0.85.

Suggested Qualifications for Elective Chapter Positions

Recently the New York Chapter sent out a questionnaire to its members soliciting suggestions about suitable candidates for chapter positions. Confronted with the task of setting up a slate, the committee found the following outline of qualifications a useful guide to objective selection from the names proposed for its consideration:

FOR ALL ELECTIVE POSITIONS (Officers, State Council, Executive Committee, Nominating Committee) candidates should have demonstrated:

- Active interest in the Association
- Background for the particular job over and above a basic professional conviction about the Association
- Ability to give time for regular meetings

In addition, the following particular qualifications are important for specific positions:

FOR CHAPTER CHAIRMAN AND 1ST VICE-CHAIRMAN

- Evidence of administrative ability, preferably already demonstrated within the Association
- Breadth of interest in all phases of the Chapter's program
- Ability as a presiding officer

FOR 2ND VICE-CHAIRMAN

- Evidence of administrative ability and organizational sense, particularly as related to administrative committees and Chapter Office
- Background in employment practices, preferably within the Association

FOR SECRETARY

- Ability to write minutes
- Time for attending Executive Committee and Chapter meetings regularly

FOR TREASURER

- Ability to formulate general principles of financing and to analyze budgets

FOR STATE COUNCIL

- Interest in and time to participate in other Chapter activities, at least Executive Committee
- Interest in and preferably knowledge of State matters

(Continued on Page 20)

Correlating Classroom Teaching and Field Work Practice in Social Case Work

The place of field work as an essential in education for social work is too well established to need demonstration. It affords our only medium for the practice of social work during the period of formal training. Although case materials in class provide illustrative material of situations encountered by social workers, it cannot and does not provide a substitute for a student's first-hand experience in dealing with individuals in difficulties.

Our responsibility for knowing the content and quality of our field training has lagged behind our acceptance of the need for such training. Some questions involved in this responsibility have been formulated as follows: *

> Does the student's field work reflect the best current practices in reference to techniques and procedures?
>
> Does it permit the development of the ability to discern in actual situations, facts and concepts studied in the classroom?
>
> Is it so arranged that he may test the practicability of theories and methods?
>
> Is he allowed to experience the most essential aspects of the work of the agency?
>
> Is there a progression in difficulty from elementary to advanced field work courses?
>
> How much consideration does the agency give a student's own plans for a client?
>
> How much time is given the student by his supervisor?
>
> What is the quality and character of his supervision?

For the past two years the instructional staff and the field instructors of the Graduate Course in Social Work at the University of Minnesota have been attempting to answer these questions by trying to define and correlate the content of case work in class and in field work.† The field work for beginning students is provided in four training centers in public agencies in Minneapolis and St. Paul. All students preparing for social work are required to take Principles of Case Work (three credits each for two quarters) and elementary field work. Throughout our experiment some students have taken their field work simultaneously with their class work while others have taken field work after one quarter of class work.

Our convictions about the importance of supervised field work as essential in professional education are stronger than the reasons which we are usually able to give in support of them. Anne F. Fenlason, Associate Professor in the Graduate Course in Social Work of the University of Minnesota, reports on the method of a study which is attempting to define and relate more closely to each other instruction in the classroom and in supervised practice.

The material for study over a two-year period includes:

- Mimeographed case materials used in class
- Transcript of class procedures including students' discussion as well as the instructor's presentation
- Typed reproductions of the student's notes of field assignments (These are the long-hand reports of the student's contacts with clients, sources, etc., which are revised and recorded.)
- A report of conferences between students and supervisors
- All term papers and other assignments for the class course
- A questionnaire for two years prepared by a students' curriculum committee on method and content of the course

The method has been to discuss the material in a weekly staff seminar. The first year was devoted to a study of class content and pedagogical methods. Each class session was reviewed with these two points in mind. The current year has been spent upon a similar examination of field work. Each field instructor has presented his method of orientation, his assignments, his conferences, and his procedures for critical examination. As a supplementary study, two research assistants are working on an analysis of content of field work as represented in the student's field notes.

* Anne F. Fenlason and Alice M. Leahy: "A Study of the Content of Social Case Work," *Journal of Social Forces*, Vol. 14, No. 4, May, 1936.

† This study has been made possible through the cooperation of WPA which has furnished stenographic and clerical service.

The topics under seminar discussion on field instruction have included:

1. Objectives of field training
2. Staff participation in field training
3. Orientation procedures
4. Group teaching in field instruction
   (a) Purpose
   (b) Number
   (c) Method
   (d) Content
5. Progression in field instruction
   (a) Separation of new and advanced students
   (b) Content
   (c) Method of measuring
6. Students' class schedules in relation to field instruction
   (a) Problems involved
7. Field work credit
   (a) Number of hours required
   (b) School holidays
   (c) Quarter system versus semester system
8. Organization of time in field instruction
   (a) In relation to students' class schedules
   (b) In relation to supervisor's schedule
9. Selection of cases
   (a) Criteria of selection for beginning student
   (b) Criteria of selection for advanced student
10. Recording as a laboratory practice
   (a) Mechanics of recording
   (b) Time and place
   (c) Content
   (d) Form
   (e) Correction of student's notes
   (f) Teaching of recording as the field instructor's responsibility
11. Block placements
   (a) Advantages versus disadvantages
12. Required or supplementary reading in the field office
13. Techniques of supervision
14. Philosophy of supervision

The seminar discussions as to classroom theory have included:

1. Pedagogical methods
2. Basic content of a course in Principles of Case Work
3. Philosophy of case work
4. Points of duplication between class and field instruction
5. Gaps not covered by either class or field instructor
6. Differential definition of laboratory practice and class theory applied to all content
7. Class assignments as a method of student integration between class and field work
8. Objective examinations

The process of analysis has been valuable and although the study is still in progress, some tangible results are apparent. The instructors in the field know both the content and the method of presentation of the current class course in Principles of Case Work and are therefore able to reinforce the principles in field practice. The course from quarter to quarter has been modified greatly by criticisms and suggestions. Some of the content has been transferred by agreement from the class course to the field laboratory. Some of the omissions from class content came to light by having to be supplied in field. Reading requirements have been revised. Content which had to be anticipated by the field instructors has meant revision in order of presentation in the class course. Where the methods of some supervisors have been found effective they have been adopted by the other instructors. The field work instructors who had formerly had very little stimulation from interaction with the professorial staff now feel themselves to belong to the teaching staff and look upon their work as a teaching job. The students' criticisms have been valuable and have modified both classroom teaching and laboratory teaching. Above all, the staff has learned to be objective, critical in a constructive sense, and stimulated to a concept that education for social work means much more than vocational training.

Case Work and Public Assistance

By **Ruth Gartland,** School of Applied Social Sciences, University of Pittsburgh

Whether case work might be practiced in the public field has been a moot question. Until that question is answered in the affirmative, a crisis exists for case work as a practice with professional pretensions. In this review Ruth Gartland discusses a contribution to method in public assistance which she believes has come to terms both with conditions in the public agency and with the essentials of social case work.

"Method and Skill in Public Assistance," the second volume of the *Journal of Social Work Process* published by the Pennsylvania School of Social Work, brings timely and appreciated clarification of some of our confusions which seem to be the inevitable result of reorganization and change. From the foreword by Karl de Schweinitz and the introduction by Rosa Wessel through the seven articles by two members of the faculty and five experienced students, all actively identified with developments in the public field, it is filled with stimulating ideas and practical applications in practice, in supervision and in professional education. Furthermore it seems to have taken us several steps further along the road of understanding the point of view of those most closely associated with the Pennsylvania School of Social Work.

If we are to profit by our mutual contributions, it is obvious that we need to understand one another. Formerly one heard that this point of view was "mystical" or "of limited application." It was thought to resolve itself into a "patter" repeated with too great similarity and simplicity in every situation. The "movement" of the client in relation to the helping process seemed "exaggerated" and "laboured" and the process itself a technical generalized method lacking content and meaning. It appeared to be rooted in a few generalizations and to lack the differentials which a basic understanding of individuals brings to various case work situations. It seemed to some to be framework without the foundation. "Relationship" in the present between client and worker was apt to be interpreted as an end in itself rather than a means in the helping process. This idea of "relationship" sometimes led to an over-stressing of its importance in the total life of the client, to an exaggerated emphasis upon the worker and the present, and at times to a total disregard of other persons and events both present and past as they related to the client's attitudes and behavior.

It seems to me that in this volume content and meaning have been given to the concepts of the helping process, of worker-client relationship to the present, and of working within functional limits. These concepts have been illustrated and applied through the use of case material. Relationship as a part of process seems less vague and undefined when related specifically to function. There appears to be less emphasis upon these concepts as isolated ends or methods and more upon their differential roots in basic philosophy and in broad understanding of people in their setting, workers and clients alike.

A brief review cannot do justice to this group of papers which need to be read and to be absorbed and applied. It is necessary to select, therefore, some of the ideas which seemed to me to be especially helpful to social workers in general. We have been struggling with how best to serve individuals for many years. Some of us may have served a small number and have had less necessity to work within the limits of time and governmental regulations than did workers in public assistance but we had other limits within which to work and the same responsibility (if we recognized it!) to accept and remain within our function. We have had to accept too both the relatively unchanging as well as the changing elements in personal and professional function. When we have not been able to do this we have justly merited the criticism that the records of our helping process have consisted of "pages and pages of futility."

In the article "Interpreting Function to the Visitor" Sara S. Hughes states "Lack of skill in knowing *how to use* our function helpfully

is costly to the agency in time, in money and in human misery." This involves us, however, in self-discipline and in an acceptance of limits which is difficult. Yet if we are to *live* at all, then are we not involved as we move through life in the eventual acceptance of the limits as well as the opportunity of growth and change? When one is able to walk one needs to accept the limit involved in no longer being carried. The contribution made by Miss Hughes and the other writers in helping us see ourselves and our work in relation to the helping process within functional limits is one of widespread rather than "limited application" and pertains to all fields as well as to the field of public assistance.

Another matter which seems to have given us sore concern has been that of serving effectively large numbers of individuals. To serve one had to understand. In the past we were likely to think of obtaining this understanding from the individual himself by gathering many facts about him and his environment. This necessitated long interviews, many calls in the home and elsewhere. It was perhaps natural that this led us to confuse the understanding of people with a certain method of work and to call the method "case work." We then saw all social workers as needing case work courses, confusing these with generic courses which dealt with an understanding of people. Our case work courses tended to become vague and undefined in terms of understanding and lost their primary purpose of the application or use of the understanding in the performance of our specific professional services. We are coming to recognize this difference. Although we owe some of this recognition to our own experiences we also owe much of it to the clear articulation to be found in this and other contributions from the Pennsylvania School. When faced with the practical task of serving numbers, not only in public assistance but in large hospitals or clinics, in our Juvenile Courts, and in county child welfare agencies, etc., we have realized that we could not see case work as synonymous with methods which we had used in smaller protected agencies with limited intake. We have had to see case work as qualitative rather than quantitative; as a process of helping through the use of the understanding of individuals in their setting in the performance of certain services; as just as possible in short and few contacts as long and frequent ones. We have realized the necessity of carrying over understanding rather than static methods and goals to our work under any auspices and of adapting that understanding to the different conditions of the new setting. Dorothy Kahn in her article "The Foundation and Framework of Practice" has articulated this problem when she says "The requirements of a field . . . which is designed to serve a greater number of persons than was ever before contemplated have resulted in adaptations which, perhaps without our being aware of it, have created something new and different. One wonders at times whether skills in social work have centered more on the construction of method than on the creation of a basic philosophy. Having been forced by the exigencies of the times to provide methods appropriate to a clientele whose very numbers spell a new problem, we shall soon learn whether our foundations in philosophy are firm enough to bear the weight of this superstructure in which our practice goes on today."

Miss Kahn's challenge, so provocative of further thought, is reënforced by Kenneth Pray in his article on "Education for Public Social Work." He places upon the supervisors in the field as well as the teacher in the class room the responsibility for building "growing professional competency capable of coping with emerging needs of a rapidly changing society but based upon solid foundations in which our past practices find common ground with new undertakings." Whatever our school of thought we find ourselves as social workers unified and in agreement in regard to a certain basic philosophy although our ideas of the use or application of this in terms of specific methods may differ. We would agree with Mr. Pray that "modern social work is embodied philosophically in a profound respect for individual personality—; that we have come to judge institutions in terms of the effect of their operations upon the individuals subject to them—; that our concern for the conservation of the values of the individual life has made us sensitive to what is happening to the individual in the process of helping and cooperating whether in single face to face relationships or in groups or in mass movements." We have learned that whether it be case work, group work or community organization work there is significance in the process of helping. Students are telling us that they need to know not only the *what* but the *how* of helping. We are cognizant that we can learn more and more facts about the individual, the group, the community without ever learning how to relate ourselves to them in a

helpful way. We are aware that in the area of administration we may fail if we concentrate upon the *what* to the exclusion of the *how,* if we overlook the testing of administrative procedures in terms of their feeling value for people, of their meaning to individuals and of their social purpose. It is helpful to be reminded by Mr. Pray that there are no "short cuts" in the preparation which is necessary for the requiring of a sound philosophical, psychological base upon which to build whatever methods may be helpful under varying auspices and changing conditions.

We differ so often in thought, in conceptions of case work and in the content which makes our words meaningful that it is helpful to see our common base. In these days of heated debate in regard to whether or not case work can be practiced in the public field, whether or not the meeting of economic needs per se *is* case work, whether or not we need differing types of education, one for "categorical" and another for "clinical" case work with perhaps still another for "administration," it is well to be reminded by Mr. Pray that, "If we believe in the inherent dignity and worth of the individual personality, we must believe that public welfare enterprise in every form requires for its highest achievement the same self-aware, self-critical approach to the service of individual human beings that modern social work in its highest estate has learned to exemplify. Those elements of the present curriculum then, which afford a basic understanding of the motivations and meanings of individual behavior, and which provide the basis of discipline and personal development of the student in his capacity for free, flexible and constructive relationships with others remain essential." In addition, "It is the peculiar task of the professional school to afford graduate students an opportunity and an incentive to orient themselves anew in the changing social scene—by way of an *experience* that demands application of all their *integrated* knowledge in choices and decisions which involve specific professional responsibilities in dealing with indivisible social situations. It is this which makes a professional school professional. Here students *experience* problems, not merely read and think about them."

In the educational field at present there seems to be some question as to whether or not students can acquire a "basic understanding of the motivations and meanings of individual behavior" under the pressures now present in the public assistance field. Some would seriously question placing students in the public assistance agency for their total field work experience or for their first experience. Some of us who have learned in a protected agency may be influenced by our own experience and feel that a similar experience should be given beginning students. Because we learned to drive on a protected road we may think it impossible to learn to drive in traffic. Perhaps we shall come to some conclusions when we have experimented further with both kinds of placements. Does part of our feeling of pressure arise out of our tendency to carry over the same methods to the new field instead of evolving different methods out of the same understanding? Will the new worker have the same feeling of pressure as we who were educated under different conditions might have?

At points in some of the articles one could wish for further elaboration and illustration, especially for the benefit of beginning students. One wishes also for more of this thinking to be applied in a variety of fields. For example, Miss Townsend's article, "Fact and Feeling in Eligibility," has concrete usefulness not only in public assistance but in any field where feelings of clients centering around the ambivalent wish for dependence and independence need to be heard. One sees possibilities of an analogy and a sharing between the medical social work and the public assistance fields, both serving large numbers of individuals who are making of their dependence a total rather than partial experience and hence fearing it. The feeling reactions, the need to resist defeat or be engulfed by the helping process, may be similar whether the dependence arises from economic dependence, from illness or from need of another. It has been a product of our culture with its emphasis upon rugged individualism, will power, self-control, achievement, independence, that physical and emotional illness as well as economic dependence may be felt to be a "weakness," "disgrace," "failure." In the child welfare field parents who need to place their children may be struggling with similar feelings of failure in parenthood.

We can only hope for further volumes of the *Journal of Social Work Process* which will make as stimulating a contribution in application to other fields of social work practice as this volume has made in the area of public assistance.

Employment Practices of AASW National Office

The following personnel policies for the national office of the AASW were adopted March 25, 1939 by the Executive Committee. They were based on previous current practices in the national office and on a draft of revisions proposed by the staff. Further revisions were made by a Special Committee created by the Executive Committee in December 1938. The Executive Committee in March 1939 referred the report of the Special Committee to the Administrative Committee with power to make further revisions, and to issue the completed statement as the official basis for employment on the staff.

The statement is for the purpose of establishing a known working basis for staff members. Its regulations as to staff obligations and privileges define the relationships between the staff and the Executive Secretary as director of the staff. The Executive Secretary is in turn subject to general policies established by the Executive Committee.

Any proposed changes with respect to this statement of employment practices will be presented to the Personnel Committee with participation of the three elected members of the staff.

I. Conditions of Employment

The policy of the Association in the selection of personnel, evaluation of personnel and continuance in employment is based solely on consideration of the competence of the individual to fulfill the requirements of the position and shall not be influenced by extraneous or discriminatory considerations of a personal, political, religious or racial nature.

A. Each prospective worker is asked to fill out an application.

B. At the time of employment information is given regarding the purposes and general policies of the organization as these relate to the duties and responsibilities of the individual position; the special conditions of work as they bear on the individual position, including the title and duties of the position, its relation to the salary range within its classification, the relationship of its duties to those of other staff; the provisions made for personnel records and statements of assignments; and office procedure such as methods of reimbursement for expenses connected with work.

Employment is covered by letter stipulating the specific nature of the work, salary and a stated probationary period. Similarly any change in status is confirmed by letter.

C. The staff is appointed and released by the Executive Secretary. Responsibility for appointment and release of the clerical staff may be delegated by the Executive Secretary to another professional staff person or to an office manager, subject to the control of the Executive Secretary.

D. Employment on a temporary basis is covered by letter stating the nature of work, salary, and the tentative understanding about the probable length of employment. If the temporary nature of the work changes, the employee is notified immediately.

II. Probationary Period

A. Employees are engaged on the basis of a probationary period, the length of which is determined at the time of employment. Provision is made for adequate supervision during this period, orientation to the work of the organization and an evaluation at the end of the specified period. A letter confirms termination of the probationary period. If the evaluation indicates the advisability of extending the probationary period, this may be extended to a stated maximum time.

B. The probationary period may be dispensed with by the Executive Secretary for certain positions at the time of employment.

C. Employment during the probationary period may be terminated by either

party. After employment for one month an employee will be given one week's notice. Unless there has been an initial agreement to the contrary no advance notice will be required of the employee.

D. Employment on a temporary basis is not subject to a probationary period.

III. Termination of Employment

A. Resignations

1. An employee of the professional staff who has completed the probationary period may resign by giving a minimum of two months' notice, and preferably longer. This amount of notice may be waived at the discretion of the Executive Secretary.
2. In view of different conditions affecting clerical employment, an employee of the clerical staff who has completed the probationary period may resign by giving notice of not less than two weeks.
3. Termination of temporary employment is subject to the same conditions as apply to employment during a probationary period. (See *C, under Probationary Period.)*

B. Lay-Offs

A lay-off is a reduction in staff due to retrenchment or reorganization. In selection of workers to go at the time of lay-off two factors must be given consideration: (1) The length of the worker's service with the Association. (2) The skills and capacities required by the Association for its contemplated program. When two workers are equally qualified to give service in the revised program the worker with the longest tenure should be retained.

Workers who have been laid off should be placed on a preferential list for rehiring, in case positions which they could fill become available within two years after the time when their employment ends. This list should be arranged in such an order that the first offer of reemployment is to be made to the worker who has had the longest tenure and who is qualified for the job to be filled.

C. Dismissals

A dismissal is a separation from the staff due to the failure of the worker to perform his duties adequately. An employee who is dismissed is entitled to:

1. Definite reasons for his dismissal, in writing if preferred.
2. Opportunity for a full discussion of the factors entering into the decision regarding dismissal.
3. An opportunity for review by successive administrative authorities if he is unsatisfied with the previous decision. (See *Review Procedure.)*

D. Notice

At least two months should be given to employees on the professional staff who are laid off or dismissed. In view of different conditions affecting clerical employment one month's advance notice should be given to employees of the clerical staff.

If an employee's services are not needed during the full notification period, salary payment may cover the notification period. (See also *under Vacation.)*

E. An employee in accepting employment with the Association does so with the understanding that at the point of termination of employment he is expected, if requested by the Executive Secretary, to prepare a summary of data regarding the duties which are to be reassigned and unfinished assignments.

IV. Hours of Work

The customary office hours for both professional and clerical staff are as follows:

1. 9 to 5 on weekdays, 9 to 12:30 on Saturdays.
2. Exceptions to the regular schedule are as follows:
   a. 9 to 4:30 weekdays, during July and August.
   b. The office is closed on Saturday during approximately three months of the summer.
3. One hour is allowed for luncheon.

Obligations of the organization may require work beyond the regular hours, on the part of both professional and clerical staff, particularly in relation to periodic activities such as Committee meetings, conferences, monthly reports, etc. A monthly report of each employee's overtime is made to the Executive Secretary and is then included in the employee's personnel records.

Pending further study of the overtime problem, compensation for overtime is provided through time off when administrative necessity permits. Dinner allowance of $1 is paid for overtime lasting after 7 P.M. or for work on Sundays and holidays.

Compensation for overtime is not cumulative toward the regular vacation allowance.

V. Holidays

The following legal holidays are observed:

New Year's Day	Columbus Day
Lincoln's Birthday	Election Day
Washington's Birthday	Thanksgiving Day
Decoration Day	Christmas
Independence Day	

The two religious holidays—Day of Atonement and New Year's Day—are holidays for Jewish workers. Time off is allowed for church attendance on Good Friday.

VI. Vacation

The vacation period is four weeks for all regular staff after one full year of service. For staff members employed less than one year, vacation allowance is on a pro rata basis of 2⅓ days for each calendar month, computed to July 1st of that vacation year. Saturdays are counted as a full day. Extra days to cover holidays falling within the vacation period are not granted.

At the point of resignation or dismissal, earned vacation is given on a pro rata basis of 2⅓ days for each calendar month, computed from July 1st of the previous year.

Temporary employees, if in continuous service for three months or more, receive earned vacation allowance on the basis of 2⅓ days for each calendar month of service.

Vacation is arranged in the spring and taken during the months of June through October. The Executive Secretary may approve variations in the vacation schedule.

VII. Leaves of absence

A. Sick leave is allowed, with pay, for 30 days for each calendar year and is available as needed during the year. When an employee is repeatedly absent because of illness or for a period of a week or more it may be necessary to have first-hand information from the doctor regarding prognosis for the purpose of working out individual arrangements with the employee and planning office operations. In cases where illness is prolonged beyond a month, extension of leave should be at the discretion of the Administrative Committee.

Absence due to illness is recorded for each employee. An employee has a responsibility to make known any permanent or long-time physical difficulties so that desirable adjustments can be made.

Leave for illness is not cumulative.

B. Maternity leave or leave for study and other reasons may be granted without pay by the Executive Secretary.

VIII. Evaluations

A. Periodic review of performance is the common source of job direction for both the evaluator and evaluated and responsibility for it is carried jointly. The evaluation is founded on the job description as given at the time of employment, and as it may be later revised. It forms the basis for continuing employment, transfers, promotions, dismissals, salary adjustments and references when employment is terminated. It is used also as a basis for determining staff needs and staff adaptability, etc., in the light of change in emphasis of program, etc.

B. A review of each employee's performance is made at the termination of the probationary period and at least annually thereafter, and a written record of this is given to the employee and is kept in a personnel record. Arrangements for evaluation of an employee's work are made with the employee and those who know his work first hand as well as with the Executive Secretary. The employee takes responsibility for participation in this process and for stating in writing any questions or disagreements he may have about the recorded evaluation. This statement of the employee is also kept in the personnel record.

IX. Job Classification and Salary Scale

A general classification and a salary plan for clerical employees is used as the basis for information to employees.

X. Staff Participation

Staff participation in the national office requires the exercise of individual initiative and responsibility by all employees in regard to questions arising either in their own operations or in the relation between their own jobs and those of other staff. The purpose of such participation is to utilize to the full the special competence and experience of each employee in working out the maximum adjustment of individual operations to one another and the operation as a whole.

XI. Review Procedure

If adjustment of a difficulty is not obtained through consultation with the immediate superior involved, or the next higher in

authority, or the Executive Secretary, the matter may then be formally appealed to the Executive Secretary. In case of disagreement, conflict or grievance regarding final administrative decisions, members of the staff may request and be granted review under the following conditions and procedures:

CONDITIONS OF REVIEW

1. Any appeal should be made to the next highest in authority. Proceedings therefore should be initiated within the staff with the immediate superior involved and then if necessary carried to the Executive Secretary.
2. Before appealing against the Executive Secretary's decision a written statement of the issues involved and of the intention to appeal should be furnished to the Executive Secretary.
3. When an appeal is made from a decision of the Executive Secretary, it should be directed to the Executive Committee in the form of a written request for review.

EXECUTIVE COMMITTEE PROCEDURE IN CASE OF REVIEW

The Executive Committee has a responsibility to consider every appeal and to decide whether reasonable grounds exist for review. If such grounds are found to exist, the Executive Committee would (1) accept the complaint; (2) request an answer in writing from the Executive Secretary.

The members of the Committee on Personnel shall constitute the Appeal Committee.

The Appeal Committee shall provide that the complainant and the Executive Secretary be present at all sessions in which evidence is introduced; that each party be privileged to ask that witnesses be heard and that each party be privileged to question the evidence submitted by the other or by witnesses.

When the facts have been submitted and the evidence heard by the Appeal Committee a report shall be made to the Executive Committee. The report shall deal with the issues raised in the complaint and with the evidence bearing on these issues which has been submitted to the Committee. The decision of the Executive Committee based on these issues shall be communicated to the complainant and to the Executive Secretary.

XII. Insurance

A. Unemployment insurance is carried at the expense of the Association for all employees under the New York State Unemployment Insurance Act. The Association pays 3 per cent of each employee's salary up to $3,000, payments made monthly.

B. Employees participate in group hospital insurance on a pay-roll deduction plan. The expense of this insurance, at a slightly reduced group rate, is carried by the employee. New employees may enroll at periods specified by the Associated Hospital Service of New York.

Social Action in Pennsylvania

The Pennsylvania Division of the AASW sent out to candidates for state offices in the last elections a four-page mimeographed statement entitled "Questions Relating to Policy and Administration of Pennsylvania Public Welfare Services." Part I was concerned with public assistance; part II with public welfare; part III with the merit system. In addition special questions were submitted to candidates for governor on issues of public assistance and public welfare.

Seven Years of Unemployment Relief in New Jersey is a 300-page report prepared by Douglas H. MacNeil for the Committee on Social Security of the Social Research Council. The Committee's interest was in studies tracing the development of relief policies since 1930 in particular states. The choice of New Jersey was dictated by the availability of records and material from the state's E.R.A. which had just been liquidated, the limited area of the state, and the belief that though no one state's experience would be entirely typical, the experience of New Jersey would illustrate the diversity and complexity of the problems encountered elsewhere. The report is intended to stimulate further research in the development and present status of relief problems rather than to be a definitive historical account of a local experience. The report may be obtained at the offices of the Council, 230 Park Avenue, New York City, at the cost of $1.25.

Suggested Qualifications for Elective Chapter Positions

(Continued from Page 11)

FOR EXECUTIVE COMMITTEE MEMBER-AT-LARGE

Some recent responsible Chapter activity

FOR NOMINATING COMMITTEE

Knowledge of some section of the Chapter membership

Sense of the principles and responsibilities involved in nominations

Time to attend committee and Chapter meetings